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ABSTRACT

This document reports the policy statement of the President of the University of the State of New York regarding vocational education in the five largest cities in the state. The statement provides background on how changes in the economy and the organization of work will affect the skills needed by the work force of the future. It also indicates how the educational system is working with business and labor to address this issue, and how vocational education is changing to meet the needs of business and industry. The report also points out the Regents' concern for ensuring that students in the large cities of New York State have access to vocational education programs by focusing on three major areas: student demand for services, capacity of the vocational education delivery system to meet this demand, and the role of business and labor in providing advice and support. Some of the initiatives that are being taken to meet the challenges of the future are outlined: (1) new occupational education programs designed to provide students with skills they will need; (2) development of a student study plan and use of career information; (3) expanding the capacity of the vocational education system in the five large cities; (4) identification of alternatives for best uses of facilities; and (5) development of industry-specific training programs. Six tables provide secondary and postsecondary data on occupational education enrollment. (KC)

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Occupational and Continuing Education

CAPSULE REPORT

The New York State Education Department

OCCUPATIONAL EDUCATION IN THE LARGE FIVE CITIES

Statement of
Thomas Sobol
President of the University
of the State of New York
and
Commissioner of Education
before the
New York State Assembly
Education Committee

March 2, 1988
Hearing Room C
Legislative Office Building
Albany, New York

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OFFICE OF OCCUPATIONAL AND CONTINUING EDUCATION

James A. Kadamus, Assistant Commissioner

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"OCCUPATIONAL EDUCATION
IN THE LARGE FIVE CITIES"

This testimony was prepared and presented by James A. Kadamus, Assistant Commissioner for Occupational and Continuing Education.

OCCUPATIONAL EDUCATION IN THE LARGE FIVE CITIES

Assemblyman Serrano, members of the Assembly Education Committee and staff, I appreciate the opportunity to testify today on the important topic of Occupational Education in the Large City School Districts. My testimony will provide background on how changes in the economy and the organization of work will affect the skills needed by our workforce in the future. It will indicate how the education system is working with business and labor to address this issue, and more specifically how occupational education is changing to meet the needs of business and industry. It will also point out the Regents concern for ensuring that students in the large cities of our State have access to quality occupational education programs by focusing on three major areas: student demand for services, capacity of the occupational education delivery system to meet this demand, and role of business and labor in providing advice and support.

Changing Economy: Changing Labor Force

Our nation's economy is in a state of transition and rapid change not previously experienced in our country. Some of these changes include greater effect of foreign competition on U.S. industries, shift in the economy based on manufacturing to one based on service and information, greater use of technology in the workplace and changing demographics of the workforce. The changes which are occurring today in the economy and the workforce have made our competitiveness in world markets both a State and national objective. Education has become the strategic resource for accomplishing that objective.

In New York we are well aware of the paradoxes and challenges being created by the changes in the economy and the workforce. In New York City, growth over the last few years in the finance, insurance and real estate sector have produced job wages higher than those lost during the 1970's in manufacturing areas, but these new jobs require skill levels much higher than previously expected of workers. At the same time there are significant numbers of people in New York City and other urban areas who continue to live in a

cycle of poverty and dependency, lacking both basic and occupational skills and dependent on public assistance to meet their basic economic needs.

In areas of upstate New York State the loss of manufacturing jobs has resulted in significant numbers of dislocated workers needing education and training, both in basic skills and new occupational areas, or facing jobs in lower paid service occupations. Many families that have managed to keep up with the cost of living do so only because they have adjusted their life style or they receive income from more than one member of the family. Business, labor and education must work together to provide our current and future workers with skills which allow them to effectively deal with these changes in the economy.

Most experts believe that an increase in skill levels will be required in order for workers to be successful in the future labor market. The 1950's and 1960's demanded a workforce that was disciplined to do repetitive tasks in a manufacturing economy based on mass production. The 1970's changed our economy dramatically. Technology became a driving force for the country. The information and service economy was born. Small businesses began to employ an increasing proportion of our workforce. With these changes came new demands for our workers. Today, instead of workers who are able to do repetitive tasks, and who were trained for specific jobs, we now want workers who are creative, can solve problems, can work in groups, are trained for a variety of tasks, and who can adapt to continually changing job demands.

Workers of today and in the future must have new types of skills to function effectively in a changing economy influenced by technology. They can be expected to change careers several times during their working lives, and so they must be adaptable. They must be able to understand and use technology in the workplace and to adapt through continual retraining to rapid changes it creates. They must be prepared for work tasks that are less standardized than they were in a manufacturing economy. The routine tasks of the assembly line will be performed by industrial robots. In addition to being able to perform a specific job, workers will need good

reading, speaking, writing and problem-solving skills as well as computational ability and technological literacy. What we mean by basic skills today is vastly different from what we meant 20 or even 10 years ago. Our high school graduates must have these skills in order to "work smart" in the economy of the 1990's and the 21st century.

Building The Capacity of the Educational System

In order to successfully meet the needs of business and industry for skilled workers now and in the future, New York State must ensure that the education system has the capacity to offer up-to-date programs and services. The occupational and continuing education delivery system in New York State consists of over 1,200 agencies and institutions, including:

- over 700 local school districts
- 41 BOCES with 72 area occupational centers
- 39 community colleges
- 4 colleges of technology
- 2 colleges of agriculture and technology
- 27 proprietary degree-granting institutions
- approximately 350 proprietary schools
- 8 Educational Opportunity Centers
- over 40 community based organizations and voluntary agencies

Together these agencies and institutions serve over 1,250,000 individuals annually and are supported by more than \$900 million annually in federal, State and local funds.

In terms of occupational education specifically, 380,665 secondary and adult students were enrolled in occupational education programs at secondary agencies during the 1986-87 school year. Of that number, 178,122 were enrolled in programs in the Large Five City school districts. Enrollment in occupational education programs at postsecondary institutions during 1986-87 totaled 179,595. More detailed data on occupational education enrollments by student type, agency type and major program area are provided in the Attachment to this testimony.

One measure of the success of the occupational education delivery system is the proportion of program completers who go on to further education or who obtain employment. Most recent statewide followup data on students completing an occupational education program indicate that approximately 90 percent either obtained employment or went on to further education or training.

New Directions for Secondary Occupational Education

As new demands are being placed on the workforce, our occupational education system is responding. In the early to mid 1980's the educational reform movement changed academic requirements and increased high school standards in many states across the nation. New York State was one of the first states to adopt a comprehensive set of educational reforms with the "Regents Action Plan to Improve Elementary and Secondary Education Results in New York." In addition to putting into place a higher level of academic standards for high school graduation, the Action Plan also establishes mechanisms for greater accountability and a system of program improvement for assisting schools that fall behind. Initiatives have also been undertaken to upgrade the skills of at-risk youth and increase high school graduation rates.

In the last few years there has been increasing attention on revising occupational education programs throughout the country. New York State included occupational education in its initial reform and was one of the first states to completely change its occupational education program in response to the changing needs of the economy and the workforce. We worked in partnership with representatives of business and labor to determine what skills students should have to meet the needs of the workforce in the 1990's and beyond. Let me outline the key features of our new occupational education program:

- The restructured high school occupational education program responds to changes in the economy by offering a balance between specialized skills and transferable skills which provide students with maximum flexibility in selecting and achieving career goals.

- The new coordinated curriculum for students in grades 7-12 eliminates unnecessary gaps and overlaps in instruction and includes:
 - Basic skills
 - Transferable skills
 - Core occupational skills
 - Specialized skills
- Transferable skills are provided in 7th and 8th grades in new programs mandated for all students by the end of grade eight (Home and Career Skills and Introduction to Technology) and in grades 9 and 10 (Introduction to Occupations).
- Emphasis is also placed on mathematics and science, with opportunities to obtain academic credit toward a high school diploma for occupational education students taking occupationally related math and science course work.
- There is also the opportunity for other occupational education courses to be used to meet academic credit requirements in such areas as English, art, health, and social studies.
- Curriculum modules dealing with entrepreneurship skills are also included in every occupational education instructional area, responding to the growth of small business.
- Interdisciplinary sequences have been established so that students can combine interests to pursue a career, for example, agriculture and business can be combined to pursue a career in agribusiness.
- Statewide evaluation of all students is provided through occupational education proficiency tests to ensure that students who complete an occupational education program have mastered the core skills.

This new program not only provides students with skills needed for entry-level employment, but also with those skills

needed to be able to advance in a career or to participate in additional training programs. It also provides students with skills that apply to more than one specific job and so gives them the flexibility to change occupations. The State testing program in occupational education gives employers the assurance that students completing these programs have the necessary skills for a changing economy. The first group of students to have completed the new occupational education program will graduate in June of 1990. Versions of our model are rapidly being implemented throughout the country. The National Governors Association, in a recent report on the future of our nation's workforce, cited New York State's model as an example of how occupational education can change to meet the challenges of the future.

Secondary/Postsecondary Connections

We are also developing ways to link the new occupational education program with programs at two-year colleges. One model we are pursuing is the two plus two program where a two-year technical education program at the secondary level leads into a two-year technical program at a junior or community college. Articulated programs such as the two plus two model provide students with an easy transition into postsecondary education, while helping to prepare technicians to meet a growing labor market need.

Need for Building Career Awareness

One area we feel deserves some additional attention is career awareness. Eighth and ninth grade students need to think about possible careers and to set broad career and educational goals. They also need to see how their school program is moving them towards reaching those goals. One initiative that the Education Department is pursuing is the development of a study plan for each student beginning in junior high school. The study plan process would help each student to identify clear career and educational goals at the completion of high school. An educational program would be developed to assist the student in meeting those goals. On a periodic basis, the goals and educational program would be reviewed to determine if they are still relevant. The study plan would be created by the student in cooperation with

teachers, guidance counselors, administrators and parents. A natural place for the study plan process to begin would be in the Home and Career Skills course which is mandated for all students by the completion of grade eight. The Syracuse City School District has already put into place the study plan concept. The Rochester City School District is in the process of putting it in place. We believe that the study plan would significantly contribute to increasing high school completions by showing students a connection between their school program and their career goals.

A second initiative that we are pursuing to make students more aware of the career opportunities available to them is the use of a national publication. The "Career Success" magazine is being pilot tested in Monroe and Suffolk counties for use with the Home and Career Skills curriculum in grades 7 and 8. It includes a four-page center section entitled "Building New York's Future and Yours" which describes a wide range of occupational education opportunities available within the State and their roles in shaping careers. This four-page center section has also been included as part of The Conduit newspaper which is distributed to 50,000 students in over 300 schools having significant numbers of minority students enrolled. Instructional activities have been developed in conjunction with the magazine for use by teachers in the Home and Career Skills.

In addition to these general initiatives regarding career awareness, the Department has implemented programs specifically designed to help at-risk youth consider what options are available to them and to make decisions with regard to careers. These programs include the Adolescent Vocational Exploration Program, the Structured Educational Support Program, the Science and Technology Entry Program, and the School and Business Alliance Program.

Occupation Education in the Large Five Cities

The Board of Regents believes that all students should have access to occupational education programs. Based on the Regents Action Plan recommendations, the Commissioner's Regulations now include the requirement that occupational education be available to all students in grades 9-12.

However, concern exists that in the Large Five Cities, and especially in New York City, not all students who wish to participate in occupational education programs are able to attend. This fall the Department began a policy analysis of occupational education in the Large Five City school districts. We are currently in the process of preparing a report on each of the Cities' programs. Preliminary analysis of the data has raised a series of issues and concerns.

Program Outcomes

Occupational education appears to be an attractive alternative to many students in the Large Five City school districts. It is also a strong motivating force for students to stay in school. A study conducted by the New York City Board of Education found that students who were enrolled in programs at the vocational high schools had a far greater chance of remaining in school than students who applied to the vocational high school and were not accepted. Another study conducted by researchers for the National Center for Research in Vocational Education also found a relationship between the likelihood of remaining in school and enrollment in occupational education. However, in New York City, Yonkers, and Buffalo there is some indication that not all students who want to participate in occupational education programs are able to do so.

Student Demand for Occupational Education

Although there is not a waiting list per se in New York City, one useful measure of the shortfall between demand and supply of seats in occupational education programs is the percentage of high school entrants who apply to programs compared to the percentage of students who are actually assigned a seat. Of the 64,839 students who made a choice on the high school application for an occupational education program in an unzoned high school, 28,299 or 43.6 percent received an offer from their first choice. The acceptance rate for applications to lower ranked choices was considerably less. While we do not have specific data from the other Large Five City school districts, both Yonkers and Buffalo

have indicated that they have waiting lists of students who would like to attend occupational education programs but who cannot because of funding constraints.

The Regents are also concerned about participation of handicapped and disadvantaged students in occupational education programs in the Large Five Cities and their access to a broad range of programs. A special survey conducted by the Department last year indicated that approximately 34.4 percent of the State's secondary occupational education students are disadvantaged, 9.6 percent handicapped and 7.0 percent limited English proficient.

In New York City, the High School Division has a goal of six percent special education enrollment in unzoned high schools and programs (6 percent of high school applicants are special education students,) and that goal is met or exceeded in all but the most selective schools. However, a concern exists about whether special education students are mainstreamed to the maximum extent possible in occupational education programs. In Yonkers, a similar situation exists. All special education students have access to occupational education programs; however, the majority of these programs are offered exclusively for handicapped students. The district has recently added a resource classroom for special education students at its only vocational-technical high school. These students receive academic instruction and necessary support services in a self-contained setting, but they are mainstreamed into the regular occupational education programs offered.

In Buffalo and Rochester, all handicapped students are guaranteed placements in programs based on their Individual Education Program (IEP). The Syracuse City School District has been involved in an effort to increase participation of special education students in occupational education programs. They were among the first school districts to implement the Cooperative Service Model developed by the Department to increase coordination of services among special education, occupational education and vocational rehabilitation.

Most recent data collected by the State Education Department indicate that 95 percent of students with limited English proficiency (LEP) who are enrolled in occupational education courses in the State attend school in the Large Five City school districts. In 1987, approximately 10.7 percent of all New York City's elementary and secondary students were LEP. In the same year, 14.6 percent of all New York City occupational education students in grades 9-12 were LEP (20,394 students). The data represent a significant increase in LEP enrollment in occupational education over previous years. The other four cities also had significant increases in LEP enrollment on occupational education over the last three years (Buffalo 4.3 percent, Rochester 12 percent, Syracuse 2.1 percent and Yonkers 14.3 percent). These increases are attributed to better identification and assessment of LEP students and use of federal Vocational Education Act funds to expand opportunities in occupational education for LEP students. In New York City bilingual vocational programs were established in 13 vocational and education option high schools.

However, there are a number of issues that continue to raise concerns regarding provision of occupational education to LEP students in the Large Five Cities. Although there has been significant increases in LEP students enrolling in occupational education, there is concern that students do not have equal access to all program areas, particularly to the more technical programs. We need to examine the way information is provided to LEP students about the range of occupational education programs available. There is also evidence that LEP student access to the more technical programs are limited by lack of bilingual teachers and counseling services in schools which offer these programs.

There is also evidence that LEP students enrolling in occupational education score higher on the English Language Assessment Battery test than students who do not enroll in occupational education. More opportunities need to be made available in occupational education for LEP students who have the more serious limitations in English proficiency.

Capacity of the System to Handle Demand

In conducting the policy analysis of the occupational education program in New York City, the Department reviewed several aspects of the system's capacity including facilities, equipment and supply of qualified teachers. The number of new teachers currently being prepared in teacher education institutions in New York State is far less than the annual replacement needs for teachers of occupational education subjects. The increasing average age of existing teaching staff coupled with retirement incentives will likely aggravate this shortage in the near future. For example, a study conducted by the New York City Board of Education indicates that there will be a shortage of 359 occupational education teachers in the 1990-91 school year. Fully 57 percent of occupational education teachers in New York City are 55 years or older and within a few years of retirement.

Problems with teacher shortages in occupational education subjects are also anticipated in Buffalo and Yonkers. In the next several years, Buffalo expects to lose 25 percent of its instructional staff to retirements. In addition, administrators are concerned that the situation will be made more difficult because of a court order that requires hiring of minority teachers on a two to one ratio. The Yonkers school district is currently experiencing teacher shortages for the Home and Career Skills and Introduction to Technology courses and in the trade areas. The district is also operating under a federal court order to integrate its schools which involves assignment of teachers and administrative staff.

The Education Department has conducted an extensive inservice education program to assist teachers and administrators in the implementation of the new occupational education curriculum established under the Regents Action Plan. During 1986-87, approximately 3500 teachers participated in inservice education programs designed to assist local education agencies in the implementation of the new occupational education program. In addition we have held a series of regional meetings each fall and spring since the Regents Action Plan was adopted in March of 1984, informing teachers, administrators, and guidance counselors about the changes in the occupational education program and providing

the opportunity for questions and discussions about the changes. Attendance at regional meetings this school year was approximately 8200, with 4500 teachers, 2000 guidance counselors and 1700 administrators participating. The Department is also working with New York City Board of Education staff to provide additional assistance to administrators and teachers in the implementation of the new occupational education requirements in New York City.

To address the issues of recruitment, preservice and inservice education of occupational education teachers for the long term, we have established a Technical Committee on this topic under the Carl D. Perkins Vocational Education Act. This committee will address the following questions:

- What additional agencies/activities should be included in teacher preparation systems to enlarge the recruitment base?
- What changes need to be made in existing programs to attract more candidates, particularly from minority groups and from business and industry?
- What should be the balance among general, technical, and pedagogical studies in the preparation of occupational education teachers?
- What State requirements should be established for entrance into occupational education teaching?
- What inservice education roles should be carried out by federal and State agencies, local school districts, business groups, and individual teachers.

Strategies to Meet Increasing Student Demand

The Regents support expansion of occupational education opportunities for students in the Large Five City school districts. One means that could assist in doing this would be an increase in special services aid for occupational education. While we support increasing special services aid for occupational education in the Large Five City school districts, we also believe that they should be held accountable for the use

of such funds by being required to set specific goals for expanding occupational education enrollments and to evaluate their success in achieving those goals. The Department is instituting a new planning process under the Carl D. Perkins Vocational Education Act which would require all major providers of occupational education to develop five-year goals for occupational education and to develop strategies for achieving those goals. Similarly, planning requirements under special services aid for occupational education need to be strengthened along with the Education Department's capacity for monitoring the use of that aid. Although the statewide occupational education proficiency examinations required by the Regents Action Plan will help to monitor accountability for student outcomes, mechanisms for ensuring program quality must also be developed. We need to improve the system of advice from business and labor and build in program accountability at the building level.

We also propose that the Large Five Cities be included in the vocational education equipment categorical aid program. The Regents recommendations for State aid for 1988 call for an increase in funds for vocational education equipment both through the inclusion of contact hours generated by students in business education programs at half the amount per contact hour of the four existing program areas and through the inclusion of the Large Five City school districts in the program. The changes would generate an additional \$4.3 million in vocational education equipment aid. The growth of enrollment in occupational education in the Large Five Cities has increased the demand for equipment, especially in technical areas and for business occupations.

We do not have to wait until new occupational education facilities are built before we extend services to the many students who could benefit from programs. A number of other alternatives should be explored. For example:

- Working with business and labor to provide supervised work experience programs which take advantage of the vast resources available in the large cities of the State to give students specialized occupational skills.

- Development of high school to apprenticeship linkage programs, especially in areas other than the traditional programs where there is strong labor demand such as in the health occupations and food and hotel services.
- Use of educational facilities outside the regular school day to provide educational programs and community services.
- Expansion of a BOCES-type program being operated in one high school in New York City where students attend an occupational education program at the high school for a half-day program.
- Connections with postsecondary institutions and use of their facilities to expand programs and services to secondary school students, especially in the more specialized technical occupational areas.
- Working with the Job Corps Centers to provide programs and services. The New York City Board of Education is currently working with the South Bronx Job Corps Center regarding occupational education, alternative education programs, and use of the Center for homeless high school youth.

One needed element to implement these types of alternatives for increasing the capacity of the occupational education system to meet student demand, is to have a strong system of advice and support from business and labor. Through our review of the Large Five City occupational education programs, we are exploring how this system of advice and support can be strengthened at the building level.

Retraining the State's Workforce

In the first part of this testimony, we stressed programs for secondary school students in New York State which will help them stay in school and obtain skills needed for the future workforce. We also recognize that much of the challenge of the future workforce will be in retraining the over 75 percent of our current workers who will be still employed in the year 2000.

We are all aware of the changing composition of our State's population. As a workforce we are growing older. With the aging of the "baby boom" generation, it is expected that the labor force in the 1990's will be dominated by "middle-aged" workers aged 25-54 years. There will also be a decline in the number of young (age 16-24) new entrants. This group will constitute only 16 percent of the labor force by 1990 in contrast to 20 percent in 1980. The major source of new workers in the future will be women and minorities. Increasingly over the next few years, labor shortages currently affecting retail establishments will have an impact on other industries in our economy, such as manufacturing, information-based services and health care. I would like to outline several programs in which we have worked with business and labor to provide adults with the skills they need to be productive workers in our economy.

Worker Literacy

One critical aspect of efforts to help workers adjust to the changes in the economy is workplace literacy. Successful participation in most job training programs depends on trainees having adequate competence in such basic skills as reading, writing, oral communication, mathematics, computer literacy and job readiness. Lack of basic skills effectively blocks from participation in training programs many undereducated and disadvantaged persons who are priority populations to be served. Remedial education for the large number of displaced workers lacking basic skills is sorely needed.

New York State has undertaken several initiatives to address the literacy problem, not just for dislocated workers but for all adults in New York State. In 1984, the State Legislature established the Employment Preparation Education Program for adults age 21 or over and the Equivalent Attendance Program for persons age 16-20 to encourage enrollments in basic education, English-as-a-second-language and high school equivalency programs. Enrollments in adult literacy programs have almost doubled in the last three years, from 85,000 to approximately 150,000 adults and out-of-school youth. Even further expansion is anticipated as awareness of the availability of programs grows as a result of our "New York You Can Read" program. Of the \$15 million

generated in EPE aid, approximately \$10.5 million goes to the Large Five Cities.

In the manufacturing sector, where industries may want to use more advanced technology to increase productivity, lack of basic skills is a problem in terms of upgrading employee skills to deal with technological advances. It is difficult to train persons in statistical process control when they cannot perform basic math functions or are reading at a third grade level. Business and industry are experiencing changes in production techniques and services which require wholesale adaptation by workers to processes and procedures for which they lack the necessary literacy skills. This lack of skills is not necessarily a result of a failure of schools to provide people with appropriate skills. Necessary literacy skills may have initially been taught but, because they were not used or updated sufficiently, were lost over time. The new Workplace Literacy program enacted by the Legislature during its 1987 session has allowed the establishment of partnerships among labor unions, businesses and educational agencies to address the problem of the increase in basic skill levels needed in the workplace. Eleven projects were funded with the initial allocation of \$2 million. Of that amount, \$1,571,000 went to fund six projects in the Large Five Cities, including a unique project being operated by a consortium of 16 unions in New York City. The Regents urge continued funding to support workplace literacy programs.

In addition to retrieving basic skill competencies lost because of lack of use, workers need to be brought to a generally higher level of basic skills required for many jobs. In New York State we have connected our Employer Specific Training Program, which provides funds for occupational training, with our Employment Preparation Education and Workplace Literacy programs, which provide funds for basic skills training. In this way, when companies discover through an assessment of their workers that they need an upgrade in their basic skills before they can receive training to upgrade their occupational skills, we can offer assistance which meets both needs through the current education delivery system. One example of this comprehensive packaging of skills upgrading for workers is the program at Rochester Products, which is conducted in combination with the company, the United Auto Workers and area educational agencies.

Programs for Welfare Recipients

The State Education Department and the Department of Social Services are working together to emphasize the importance of education and training for people receiving public assistance. A major initiative was undertaken last year with State Welfare Education Program (WEP) funds for public assistance recipients in New York City. The New York State Education Department, the New York State Department of Social Services, and the New York City Board of Education are cooperating in a pilot program called "Project Prepare," which provides intensive job counseling, training and educational services to New York City residents who are recipients of Aid to Families with Dependent Children (AFDC) and who lack the necessary educational skills to participate in the labor market.

An important feature of Project Prepare is coordination of the services provided by educational agencies with the services of other State and local agencies so that a continuum of service is provided and client progress is monitored throughout the program. The New York City Human Resources Administration provides clients with supportive services, such as child care and transportation, as well as referral through its Employment Opportunities Offices. As clients complete their educational, work experience or occupational training components, they are referred for job placement.

Linkages with the social services system to provide better case management for welfare recipients who have received basic skills instruction or need vocational training are being implemented in various areas of the State. A request for proposals was issued under the Vocational Education Act which combines \$200,000 from the Department of Social Services with \$200,000 under the VEA for projects to provide a comprehensive set of services to Aid to Families with Dependent Children (AFDC) recipients. It builds on the basic skills programs operated under the Welfare Education Program.

Skills Upgrading for Business and Industry

To help business and industry respond to the changes in the economy and to meet the retraining and skills upgrading needs of their workers, New York State has established an employer-specific training program. Through a statewide network of ten Regional Education Centers for Economic Development, the education system works with firms and economic developers to design customized training programs to help firms remain, expand or come into the State.

The Regional Education Centers help to identify training needs of business and industry related to retention, attraction, expansion or technological upgrading and arrange for employer specific training programs to address these needs. Each Center is governed by a coordinating committee with representatives of secondary and postsecondary institutions, business and industry, economic developers, labor, vocational rehabilitation and other agencies.

The Employer Specific Training Program has grown to be an integral part of our State's efforts in assisting businesses to upgrade skills of workers and meet changing demands of the economy. Funding for the program comes from Vocational Education Act funds, Title III funds under the Job Training Partnership Act (JTPA), Title II 8% funds under JTPA and State funds under the Employer Specific Skills Training Grant Program. In the last three years, the program, working closely with the State Department of Economic Development, has blended together those several funding sources to serve close to 120,000 trainees and more than 1500 individual firms. Evaluations of the Employer Specific Training Program including a study authorized by the Assembly have consistently indicated that participating firms were very satisfied with the training programs offered, with seventy-four percent attributing increases in productivity to the training. Through increases in productivity and upgrading of employee skills for higher level positions, the Employer Specific Training Program has also lead to substantial job creation.

Due to the increased demand for services under the Employer Specific Training Program, a waiting list of over 250 potential training projects amounting to over \$7 million which would serve approximately 26,000 workers and unemployed persons now exists. In response to this level of demand, the Board of Regents has put forward a budget proposal which would provide an additional \$1.5 million for Employer Specific Skills Training Grants and \$1.5 million for industry-specific training which would allow educational agencies to enter into longer-term partnerships with a number of companies in an industry in order to meet the workforce needs of that industry.

Apprenticeship Training Programs

A highly skilled workforce is essential to the health of the State's economy. The apprenticeship training program is an important component for preparing that workforce. During the 1987 legislative session, \$1.8 million was appropriated to provide funds for increasing the availability of related and supplemental instruction for apprentices. Although this increase has permitted the expansion of related instruction opportunities, the amount of funding per contact hour of instruction has remained at 67 cents. This compares to funding in California at \$3.76 per contact hour. The Legislature might wish to explore the development of a contact hour funding formula for the apprenticeship training program in order to encourage growth of apprenticeship opportunities and expansion of the apprenticeship model to new occupations.

Vocational Training

Funding of vocational training programs for dislocated workers and other unemployed workers to provide them with essential skills has long been an issue at both the State and national levels. In 1985, the New York State Legislature enacted Section 7 of the New York State Occupational Retraining and Reemployment Act (ORRA-7), which provides a tuition assistance program for dislocated workers using funds under Title III of the Job Training Partnership Act. ORRA-7 authorizes up to \$1,500 to be paid to approved training providers for each certified eligible person enrolled

in a program leading to employment in designated occupational fields with favorable employment opportunities.

Agencies eligible to apply include private sector employers, employee unions, community-based organizations, joint apprentice councils, local education agencies, boards of cooperative educational services, postsecondary institutions, licensed private schools, registered business schools, Service Delivery Area grant recipients under the Job Training Partnership Act (JTPA), and Private Industry Councils (PIC), as defined by the JTPA.

The ORRA-7 tuition assistance program is a joint venture between the New York State Departments of Labor and Education, with the participation of the Department of Economic Development in the identification of occupations with favorable employment opportunities. The Department of Labor's Job Service certifies the dislocated worker as eligible to participate in the program. The Job Service is also responsible for informing dislocated workers about the program. The Education Department is responsible for approving programs, for certifying agencies as eligible to participate and for making payments to the training providers. The Labor Department, the Education Department and the Department of Economic Development determine jointly the occupations with favorable employment opportunities.

The ORRA-7 program has grown steadily in New York State over the relatively short period of time it has been in operation. As of January 31, 1988, 4,869 students have been or are currently enrolled in training programs, with 152 agencies approved as providers to offer some 1283 programs. Approximately 67 percent of all dislocated workers served in the ORRA-7 program have been from the Large Five Cities. The average ORRA-7 student spends 39 weeks in a training program and his/her attendance rate is 92.4 percent. The average cost of a week of training for each student in ORRA-7 is less than \$35. The placement rate for those who have completed training is approximately 71 percent statewide, based on statistics submitted to the State Labor Department as of January 31, 1988. Furthermore, the number of ORRA-7 participants continuing their education and training, either in college degree or other advanced training, is approximately

15 to 20 percent. These dislocated workers are receiving the skills they need to be competitive in the workplace of the future.

Unfortunately, because demand for tuition assistance has been so great, all ORRA-7 funds for Program Year 1987-88 have already been obligated. As of September 30, 1987, we had received requests for permission to enroll over 1000 dislocated workers in retaining programs for which no ORRA-7 funds are available. While the program year extends from July 1, 1987 to June 30, economically disadvantaged adults, dislocated workers and displaced homemakers in nondegree occupational education programs with favorable opportunity for employment. We urge your support.

In order to ensure the success of retraining efforts for adults, there needs to be a good system of counseling, information, testing and referral in place so that individuals in need of services are aware of what resources are available to them. Education Information Centers (EICs), established in 1980 with the assistance of a grant from the W. K. Kellogg Foundation and federal funds authorized by the Higher Education Act, provide comprehensive information, referral and advisement to adults and out-of-school youth on education, jobs, and career-related topics. Each EIC has made a special effort to reach the disadvantaged, minorities, the rurally isolated, the incarcerated, women, and dislocated workers. Since they have been in existence, EICs have provided services to over 80,000 persons. Since 1984, the State Legislature, recognizing the importance of these services, has included funding for the EIC program in the State budget. An increase of \$350,000 for a total of \$800,000 has been requested by the Regents to create seven new centers at a cost of \$50,000 each in areas with the highest unemployment and greatest retraining needs.

In summary, the Board of Regents and the Department are pursuing a number of initiatives to address the needs of secondary and adult students in the Large Five Cities for occupational education programs. These include the following:

- Implementation of the new occupational education program designed to provide students with the skills they need to successfully participate in the workforce of the future;
- Development of a student study plan and use of career information in conjunction with the new curriculum to increase career awareness for students;
- Expanding the capacity of the occupational education delivery system in the Large Five Cities to meet increasing student demand, including increased funding for Special Services Aid and participation of the Large Five Cities in the Vocational Educational Equipment Program;
- Identification of alternatives for making better use of existing programs and facilities to meet student demand in the Large Five Cities and for the development of a strong system of advice and support from business and labor;
- Using the resources of the educational system to meet the needs of adults including worker literacy programs, upgrading of skills through employer specific training programs, and adult tuition assistance;
- Development of industry specific training programs in which educational agencies can enter into longer-term partnerships with a number of companies in a specific industry; and
- Development of a network of career information, counseling and referral for adults through expansion of the education information centers.

Thank you for the opportunity to present testimony on this important issue. I'd be happy to answer any questions you may have.

Attachment

Enrollments in the State's Occupational Education System

The New York State system of occupational education serves a wide range of students in a variety of programs which are offered by both public and private agencies and institutions throughout the State. Tables 1, 2 and 3 provide data on occupational education enrollments by student type, agency type and major program area.

Table 1
Occupational Education
Enrollment^{a/} at Secondary Agencies by Agency Type
1986-87 Data Cycle

Agency Type	Secondary Students		Adult Students		Total		
	Male	Female	Male	Female	Male	Female	Total
BOCES	28,580	17,950	25,489	19,802	51,069	37,752	88,821
LEA	34,418	61,210	4,521	13,573	38,939	74,783	133,722
Large 5	76,479	84,732	11,939	4,972	88,418	89,704	178,122
Total	136,477	163,892	41,949	38,347	178,426	202,239	380,665

^{a/}Counts include both public school students and private school students served in BOCES, local educational agencies and the Large 5 cities

Table 1A
Occupational Education
Enrollment^{a/} at Postsecondary Agencies by Agency Type
1986-87 Data Cycle

Agency ^{b/} Type	Degree Students		Non-Degree Students		Total		
	Male	Female	Male	Female	Male	Female	Total
Ag & Tech	10,296	7,634	3,796	4,231	14,092	11,865	25,957
Public 2-Yr.	30,267	43,796	14,916	27,678	45,183	71,474	116,657
Ind. 2-Yr.	4,151	4,482	722	1,800	4,873	6,282	11,155
EOC	1,000	2,000	500	700	1,500	2,700	4,200
Proprietary	4,769	13,898	1,126	1,833	5,895	15,731	21,626
Total	50,483	71,810	21,060	36,242	71,543	108,052	179,595

^{a/}Full and part-time combined

^{b/}Public 2-Yr. is all SUNY and CUNY two-year institutions; Ind. 2-Yr. is all Independent two-year institutions; EOC is all Educational Opportunity Centers; Proprietary is all Licensed Trade Schools and Registered Business Schools; Ag & Tech is all SUNY Agricultural and Technical Colleges and all SUNY Technical Colleges

Table 2
Occupational Education Enrollment^{a/} at Secondary
Agencies by Program Area and Agency Type
1986-87 Data Cycle

Program Area and Gender	Agency Type			All Agencies
	BOCES	LEA	Large 5	
Agriculture:				5,440
Male	2,369	2,300	771	2,917
Female	1,588	521	808	8,357
Total	3,957	2,821	1,579	
Business:				62,869
Male	3,469	23,967	35,333	131,666
Female	11,358	63,184	57,124	194,535
Total	14,927	87,151	92,457	
Marketing:				7,629
Male	924	4,220	2,485	11,256
Female	2,052	5,317	3,887	18,885
Total	2,976	9,537	6,372	
Health:				2,300
Male	590	137	1,573	12,756
Female	6,002	868	5,886	15,056
Total	6,592	1,005	7,459	
Home Economics ^{b/} :				2,690
Male	1,316	349	1,029	9,498
Female	1,237	1,779	4,482	12,188
Total	4,553	2,124	5,511	
Technical ^{c/} :				14,322
Male	2,265	2,010	10,047	7,000
Female	464	717	5,819	21,322
Total	2,729	2,727	15,866	
Trades:				83,175
Male	40,036	5,960	37,180	27,146
Female	13,051	2,397	11,698	110,322
Total	53,087	8,357	48,878	
Total:				178,426
Male	51,069	38,939	88,418	202,239
Female	37,752	74,783	89,704	380,665
Total	88,821	113,722	178,122	

^{a/}enrollment counts are total of secondary and adult students

^{b/}excludes programs formerly considered non-occupational Home Economics

^{c/}does not include Technology (Industrial Arts) programs

Table 2A
Occupational Education Enrollment^{a/} at Postsecondary
Institutions by Program Area and Agency Type
1986-87 Data Cycle

Program Area and Gender	Agency Type				All Agencies
	Ag & Tech	Public 2-Yr	Ind 2-Yr	EOC	
Business & Comm.:					
Male	4,657	19,057	959	500	2,428
Female	5,690	37,791	2,337	2,000	13,535
Total	10,347	56,848	3,296	2,500	15,963
Data Processing:					
Male	1,425	7,143	56	500	982
Female	911	7,144	125	0	1,767
Total	2,336	14,287	191	500	2,749
Health:					
Male	539	2,476	282	0	14
Female	2,834	15,971	2,375	700	266
Total	3,373	18,447	2,657	700	280
Engineering Tech:					
Male	4,060	11,927	1,630	-	2,471
Female	353	1,570	60	-	163
Total	4,413	13,497	1,690	-	2,634
Natural Sciences:					
Male	1,947	345	1,745	-	-
Female	426	1,496	608	-	-
Total	2,373	1,841	2,353	-	-
Public Services:					
Male	1,464	4,235	191	500	-
Female	1,651	7,502	777	0	-
Total	3,115	11,737	968	500	-
Total:					
Male	14,092	45,183	4,873	1,500	5,895
Female	11,865	71,474	6,282	2,700	15,731
Total	25,957	116,657	11,155	4,200	21,626

^{a/}enrollment counts are total of degree and non-degree students full and part-time

Table 3
Occupational Education Enrollment at Secondary Agencies
by Student Type and Program Area
1986-87 Data Cycle

Program Area	Secondary Students		Adult Students		Total		
	Male	Female	Male	Female	Male	Female	Total
Agriculture	4,860	1,829	580	1,088	5,440	2,917	8,357
Business	57,588	110,641	5,281	21,025	62,869	131,666	194,535
Marketing	5,979	8,431	1,650	2,825	7,629	11,256	18,885
Health	1,683	8,137	617	4,619	2,300	12,756	15,056
Home Ec ^{a/}	2,298	7,514	192	1,984	2,690	9,498	12,188
Technical ^{b/}	12,379	6,067	1,943	933	14,322	7,000	21,322
Trade	51,690	21,273	31,486	5,873	83,176	27,146	110,322
Totals	116,477	163,892	41,949	38,347	178,426	202,239	380,665
Type Totals	300,369		80,296				

^{a/}excludes programs formerly considered non-occupational home economics

^{b/}does not include technology (industrial arts) programs

Table 3A
Occupational Education Enrollment^{a/} at Postsecondary
Institutions by Student Type and Program Area
1986-87 Data Cycle

Program Area	Degree Students		Non-Degree Students		Total		
	Male	Female	Male	Female	Male	Female	Total
Business & Commerce	19,500	42,700	8,101	18,653	27,601	61,353	88,954
Data Proces.	6,888	6,360	3,228	3,587	10,116	9,947	20,063
Health	2,212	12,766	1,099	9,380	3,311	22,146	25,457
Engineering Tech.	13,921	1,128	6,167	1,018	20,088	2,146	22,234
Natural Sciences	3,644	1,997	393	533	4,037	2,530	6,567
Pub. Services	4,318	6,859	2,072	3,071	6,390	9,930	16,320
Totals	50,483	71,810	21,060	36,242	71,543	108,052	179,595
Type Totals	122,293		57,302				

^{a/}Full and part-time combined

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